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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Review of translation and interpretation services for all official languages in the Economic Commission for Africa

Second report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the review of translation and interpretation services for all official languages in the Economic Commission for Africa (A/C.5/46/19). During its consideration of the item, representatives of the Secretary-General provided additional information to the Committee.

2. The Committee recalls that the General Assembly, by its resolution 45/248 B, requested the Secretary-General, inter alia, to make proposals in the programme budget for the biennium 1992-1993 on the improvement of conference services in ECA, including the provision of permanent staff for interpretation, and decided to consider again the question at its forty-sixth session.

3. As indicated in paragraph 3 of the report, the vacancy rate at the ECA translation services unit was 33 per cent at 31 August 1991, compared with 41 per cent in 1990. The Committee notes that in order to find a more durable solution to the problems, it is proposed to re-establish a training programme for translators to be recruited primarily for ECA. Training would be offered to five persons each year for each of the three ECA official languages, namely Arabic, English and French, at existing African training institutions. The training course would start in September and continue until May of the next year. At the end of the course, students would sit for the regular world-wide examination for translators/précis-writers. Successful candidates would be required to serve an initial assignment for a specified period in ECA. The Committee further notes that the costs of these arrangements would comprise fees for education institutions ($5,500 per student, or $82,500 per year),

stipends to students ($1,700 per person/per month, or $229,500 per year) and travel expenses of students between their home country and the contracted institution ($2,900 per student, or $43,500 per year). The Committee recalls that the above estimates have been used in the proposed programme budget for 1992-1993, which includes in section 23 a provision of $710,700 for the establishment of the training programme for translators at ECA. The Committee recommended approval of this amount in its first report on the proposed programme budget for 1992-1993 1/ with a view to strengthening the ECA conference services and providing qualified staff for translation.

4. The Committee was informed that successful candidates in the translator/précis-writer competitive examination often leave ECA following completion of a few years service. The Advisory Committee firmly believes that the Secretary-General should propose measures to resolve this problem on a permanent basis, otherwise the conference services at ECA will continue to be seriously affected by the frequent movements of staff. The proposed arrangements are not a solution because they are tantamount to a training programme for staff who might go elsewhere to work. To this end, the Committee believes that the Secretary-General should explore possibilities to reinforce contractual obligations of the successful candidates vis-à-vis the Organization to stay longer in ECA. There is a need for better coordination between Headquarters and ECA with regard to the training, placement and rotation of translators, giving priority to filling vacancies at ECA.

5. With regard to interpretation services, the Committee is of the view that the current practice of using freelance interpreters for ECA meetings and conferences is not efficient. The Committee understands, for example, that not all formal meetings at ECA headquarters are being covered in the required official languages. The Committee therefore recommends that the level of conference services at ECA be reassessed following completion of the additional conference facilities at Addis Ababa to determine whether it would require full-time interpreters at ECA who could be redeployed elsewhere for short periods, as necessary.

6. With regard to other conference services, the Committee notes that the editing functions are at present being performed by a translator. The Committee is of the view that there is an urgent need for editing; in this connection it recalls that it has recommended approval of a P-4 post of editor in its first report on the proposed programme budget for 1992-1993. 2/ The Committee trusts that the proposed establishment of an Editorial Unit at ECA, effective 1 January 1992, will significantly improve the quality of ECA conference services.

Notes

1/ General Assembly, Official Records, Forty-sixth Session, Supplement No. 7 (A/46/7), para. 23.17.

2/ Ibid., para. 23.16.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Revised estimates under section 27, Economic and Social Commission for Western Asia

Third report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/46/18) containing the proposed programme of work of the Economic and Social Commission for Western Asia (ESCWA) and the revised resource requirements for the biennium 1992-1993. During its consideration of the report, the Committee met with representatives of the Secretary-General who provided additional information.

2. As stated in paragraph 27.2 of the Secretary-General's report, "The proposed programme of work of ESCWA is derived from Programme 34, Regional cooperation for development in Western Asia, of the medium-term plan for the period 1992-1997 (A/45/6/Rev.1)". The Advisory Committee was informed that the proposed programme of work has not been discussed by the Commission, its sixteenth session having been postponed from April 1991 until April 1992. Rather, the proposed programme of work is a provisional one, based, in large measure, on the programme of work adopted for the biennium 1990-1991. It represents an effort on the part of the secretariat of ESCWA to provide a legal basis for the continuation of the Commission's work and to remain productively employed.

3. That being said, the Advisory Committee notes that the Secretary-General's revised estimate of $51,630,000 for section 27, does not, in fact, represent an exact indication of the resources required by the Commission for 1992-1993; that can only be determined on the basis of the Commission's decision concerning the programme of work, as well as its decision concerning its location. In this connection, the Advisory Committee

notes from paragraph 27.1 that the matter will be discussed by the Commission at its forthcoming sixteenth session.

4. The Committee also notes from paragraph 27.1 that "the secretariat of ESCWA has been temporarily moved to Amman where all internationally recruited staff have been regrouped since August 1991". In response to inquiry, the Committee was informed that approximately 95 members of the local-level staff of the Commission remain in Baghdad. The Committee was also informed that, in the absence of a decision concerning the Commission's location, staff costs have been estimated on the basis of Baghdad; certain other operational costs such as the rental and maintenance of premises relate to both Baghdad and Amman.

5. While appreciating the efforts of the Commission's staff as well as the need for an appropriation for section 27, the Advisory Committee, noting the many uncertainties which underlie the assumptions on which the revised estimates are based, questions the usefulness of a detailed review at this stage. In the Committee's opinion, the General Assembly should provisionally approve the Secretary-General's estimate of $51,630,000, on the understanding that further revised estimates for section 27 will be submitted to the Assembly at its forty-seventh session. Those estimates would be based on the actual programme of work to be approved by the Commission.

6. With regard to the review of the programme of work, the Advisory Committee trusts that the Commission will carefully review the programmatic aspects and give particular attention to the designation of priorities.

7. The Advisory Committee also recommends that, in the meantime, the Secretary-General carefully review the staffing situation in Baghdad; in the Committee's opinion, staff resources should relate to the level of current activities carried out by the Commission at its various locations.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Construction of additional conference facilities at Addis Ababa and Bangkok

Fourth report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the annual progress report of the Secretary-General on the status of the two construction projects at the Economic Commission for Africa (ECA) at Addis Ababa and at the Economic and Social Commission for Asia and the Pacific (ESCAP) at Bangkok (A/C.5/46/22). During its consideration of the report, the Advisory Committee received additional information from representatives of the Secretary-General.

I. EXPANSION OF THE CONFERENCE FACILITIES OF THE ECONOMIC AND SOCIAL COMMISSION AT BANGKOK

2. In paragraphs 13 to 16 of his report (A/C.5/46/22), the Secretary-General discusses the delays that have affected this project since construction commenced in May 1989. A revised timetable reflecting what is now foreseen as a one-year delay is provided in paragraph 18 of the Secretary-General's report. As indicated therein, final testing, furnishing and commissioning of the building is expected to be completed during the period October-December 1992.

3. As recalled in paragraph 19 of the Secretary-General's report, the construction contract (which was signed for 955,000,000 Baht ($37,598,425 at the April 1989 exchange rate)) "is a fixed price-contract and no further allowance need be made for inflation during the course of construction". The Advisory Committee points out that this refers to the "main construction"

element of the total project, as shown in the cost breakdown in paragraph 22 of the Secretary-General's report and as originally explained in paragraph 19 of the Secretary-General's report to the forty-fourth session of the General Assembly (A/C.5/44/7), wherein it was indicated that "the contract price for the main construction includes full allowance for inflation. It also includes a contingent sum to cover variations in quantities and other changes".

4. In the opinion of the Advisory Committee, the clear implication of that statement was that the fixed price referred to the total contract price and thus included the contractor's responsibilities for changes in quantities as well as inflation. In other words, the price of the contract was protected from any changes, including those arising out of either inflation or variations in quantities required for the construction. Despite this, however, it has now been explained by representatives of the Secretary-General that, in fact, the United Nations was never protected against changes in quantities and that the amount included in the contract as a contingency provision to cover for such variations was deliberately set at a low level by the United Nations ($795,300) in an effort to reduce the contract price (see para. 10 below).

5. The Advisory Committee expresses its concern at this development and strongly requests that full disclosure be made when a contract is negotiated, both as to the terms of the contract and their implications, and as to the full costs, including potential costs, which are envisaged.

6. As shown in paragraph 22 of the Secretary-General's report, in addition to the main construction cost which, as explained above, includes inflation, the total project estimate also contains provisions (which are not protected from inflation) for "other furnishings, equipment and miscellaneous costs", and "consultants and construction supervision". The estimate also includes a provision of $839,725 for contingency and administrative costs which is distinct from the contingency provision contained under the contract price for main construction, referred to in paragraph 3 above.

7. In paragraph 21 of his report (A/C.5/46/22), the Secretary-General states that while "it had previously been expected that the original estimate of $44,177,700 approved in 1984 during the thirty-ninth session of the General Assembly for the construction project at Bangkok would be sufficient to cover the cost of the project ... it is now estimated that the final cost of the project will be $48,540,000", i.e. an increase of $4,362,300. The additional cost is due to both the additional work described in paragraph 20 of the Secretary-General's report and "other factors" outlined in paragraph 21. The Committee was informed that the amount of $4,362,300 is a net amount, which takes into account the use of contingent provision in the main construction contract and the provision for contingency and administrative costs. As indicated in paragraph 23, the Secretary-General proposes to finance this additional cost by applying up to $4,362,300 of the interest income earned in respect of the appropriations for the Bangkok project, thereby obviating the need for appropriations in excess of $44,177,700.

8. At its request, the Advisory Committee was provided with the following breakdown of the additional costs (rounded) as they relate to the descriptions in paragraphs 20 and 21 and the breakdown in paragraph 22 of the Secretary-General's report:

Paragraph 20 (a): (main construction)	Access, security and fire safety requirements:	$650 000
Paragraph 20 (b): (main construction)	Remeasurement of actual quantities:	$1 105 000
Paragraph 20 (c): (main construction ($460,000) and alterations to existing building ($600,000))	Other remeasurements and design changes/alterations to building:	$1 060 000
Paragraph 21 (a) and (b): (consultants, construction supervision, and administrative costs)	Site supervision, administrative and consultant costs:	$535 000
Paragraph 21 (c): (other furnishings, equipment costs)	New Telephone equipment (net additional cost):	$1 010 000
	Total net increase:	$4 360 000

9. As stated in paragraph 20, "any additional work required not covered by the original contract is calculated at the same unit prices in the original contract". The Advisory Committee notes that the additional work relates in part to changes in the provisions relating to the access, security and fire safety requirements for the new building (para. 20 (a) of the Secretary-General's report). As discussed in paragraph 17 of the Secretary-General's report, final reviews relating to these matters have been undertaken, it being recalled that "the designs and specifications for the tender documents for the project were completed in 1986". The Advisory Committee was informed that not all the details relating to these matters were included in the original tenders since it was necessary to issue the tenders without further delay in view of the escalating construction costs in Bangkok.

10. The additional work described in paragraph 20 (b) and (c) relates to quantities of material and work greater than what is provided for in the construction contract. With regard to paragraph 20 (b), the Committee was informed that the Bills of Quantities, prepared by the United Nations quantity surveyor, were included in the tender documents, and formed the basis for the contractor's quotation. However, certain mechanical, structural and electrical drawings and specifications were completed after the invitation to

tender (see para. 9 above) which affected the quantities and work involved. Quantities in excess of those foreseen in the Bills of Quantities therefore represent additional work for which the United Nations is liable. Although, as mentioned above, a contingency was included in the main construction contract to cover "variations in quantities and other changes", the Advisory Committee was informed that this contingency, which was originally reduced in an effort to lower costs (see para. 4 above) has, in fact, not proved sufficient. Similarly, the amounts provided for "demolition, relocation and alteration to existing building" (see the breakdown of costs in para. 22 of the Secretary-General's report), proved insufficient once final engineering had been completed; hence the additional costs related to paragraph 20 (c).

11. As indicated in paragraphs 21 (a) and (b), other factors contributing to the cost increase relate to site supervision. In this connection, the Advisory Committee notes that "it has been necessary to provide a much larger site supervision team than originally contemplated"; furthermore, in view of the projected delay in completion by approximately one year, the administrative costs and the costs for consultants and site supervision will be substantially greater.

12. As mentioned above, the provisions for consultants and construction supervision, as well as administrative costs are separate components of the total estimate, and the related costs are not protected by the fixed-price contract. In this connection, the Advisory Committee recalls that in his report to the forty-fourth session of the General Assembly (A/C.5/44/7), the Secretary-General noted that the boom in the construction sector in Bangkok had led to a serious shortage in field supervision staff, resulting in sharp increases in the salaries that had to be paid to obtain such personnel. However, at that time, it was felt that the provision for contingency was sufficient to cover the resulting increases (A/C.5/44/7, para. 19).

13. In addition to paying higher salaries than anticipated to site supervision staff, the costs have further increased by the necessity of providing a larger site supervision team than foreseen for a longer time. The Advisory Committee understands that the increase in the size of the site supervision team relates both to the need to provide more supervision in view of inadequate direction of workers and subcontractors by the contractor and the need to speed inspection and checking (see A/C.5/46/22, para. 15). The Committee was also informed that the United Nations had underestimated the size of the site supervision team that would be needed.

14. As indicated in paragraph 21 (c), the projected cost of the new telephone system has also "increased substantially, owing primarily to a change in specification for the related cabling ...". In this connection, the Committee was informed that the original project budget included funds for a new PABX telephone system to replace the obsolete system installed in 1975. The existing cabling and most of the instruments already available at ESCAP were to have been retained. However, it subsequently became apparent that those cables and instruments would not permit ESCAP to make full use of the features

of the new PABX system nor could they provide the necessary data communications features necessary for efficient operation. Studies were then made of a digital telephone system, compatible with those in New York and Geneva and it is now proposed to install a digital telephone system. The Committee was further informed that since the Secretary-General's report to the forty-fifth session of the General Assembly (in which it was stated that studies had been made of the new digital telephone system), the consultant's study on the necessary cabling for the digital system has been completed, which indicates that a complete recabling of the ESCAP headquarters is required to support the communications requirements of the Commission. Furthermore, it would be more economical to undertake this work in conjunction with the installation of the telephone system.

15. The Advisory Committee has a number of concerns regarding the additional costs which are submitted in the Secretary-General's report and described above. Notwithstanding that the final engineering and structural, mechanical and electrical drawings were completed after the invitation to tender, and that this has translated into a situation where additional quantities and work are required over and above the allowances contained in the contract, the Committee is concerned that this fact has not been previously reported to the General Assembly with a warning that this might entail additional costs to the overall estimate (see para. 4 above). Similarly, although previous reports of the Secretary-General have referred to final reviews of finished materials, furnishings and equipment, as well as studies of the new digital telephone system, no mention of additional cost, or of potential additional cost, has been made, even in so far as to alert the Assembly that, for example, in the case of the telephone system, the studies were incomplete.

16. Instead of being previously alerted to potential cost increases, the General Assembly is, in the opinion of the Advisory Committee now faced with an almost fait accompli situation, particularly with regard to the additional work outlined in paragraphs 20 (b) and (c), as well as the various changes made in the provisions for security and fire safety requirements described in paragraph 20 (a). The Committee also finds it difficult to comment on the new telephone system in that it has not previously been provided with information regarding the total estimated cost and the increase which would result from the installation of the new cabling.

17. With regard to the increased costs related to site supervision and administrative and consultant work (paras. 21 (a) and (b)), the Advisory Committee questions why these should be borne in their entirety by the United Nations, particularly that portion of those costs related to the projected delay in completion. In this connection, the Advisory Committee notes that "the construction contract provides that damages would be levied against the contractor for failure to complete on time" (para. 19). It would therefore seem that such damages ought to include the additional costs related to extending the site supervision team for one year (see para. 2 above).

18. On the other hand, the Advisory Committee also notes that "on 26 September the contractor submitted a counter-claim greatly in excess of those damages, claiming compensation for additional costs incurred as a result of delays that were beyond his control". As also stated in paragraph 19, it appears that this claim is without merit, "but a more detailed review will be undertaken". At the same time, representatives of the Secretary-General informed the Committee that in the case when the delay is attributable solely to the contractor, the additional costs of the site supervision team due to the delay would be borne by the contractor through the operation of the damages clause specified in the contract.

19. While recognizing the complexities of the matter, including the fact that the prevailing situation in Bangkok may have hampered the contractor, the Advisory Committee is nevertheless of the view that the United Nations should maintain a firm position in this matter, especially with regard to the increased administrative and site supervision costs it will incur as a result of the delay in project completion. The Advisory Committee does not agree that all costs should be absorbed by the United Nations.

20. In response to inquiries concerning whether funds had been committed/obligated in respect of the additional "projected" costs outlined in paragraphs 20 and 21, the Advisory Committee was informed that commitments were entered into for the increased costs totalling $1,105,000 resulting from the remeasurement of actual quantities upon completion of piling, foundations and basements (see A/C.5/46/22, para. 20 (b), and para. 8 above). The Committee was further informed that this was done because it had originally been expected that this amount could be met from the contingency provision of $795,300 included in the main construction contract together with the provision of $839,725 for administration and contingency in the total project costs.

21. Bearing in mind its comments above, the Committee does not, at this stage, concur with the use of the interest income to provide for the $535,000 of additional administrative, consultant and site supervision costs referred to in paragraphs 21 (a) and (b). Rather, it requests that it be kept apprised of developments regarding the settlement of the claim submitted by the contractor and of the United Nations own claim for damages under the terms of the contract. The Advisory Committee therefore recommends that it be authorized by the General Assembly to decide, at the appropriate time, and on the basis of additional information, whether interest income can be used to finance some or all of the additional cost of $535,000 related to these items.

22. In the circumstances however, the Advisory Committee will not object to the use of interest income up to $3,825,000 to finance the additional work referred to in paragraphs 20 (a) to (c) and 21 (c) of the Secretary-General's report (see paras. 9-10 and 14 above). In view of its comments above, the Committee trusts that the Secretary-General will keep the General Assembly better informed and in a more timely fashion regarding the details of potential additional costs in other construction projects.

II. EXPANSION OF THE CONFERENCE FACILITIES OF THE ECONOMIC COMMISSION FOR AFRICA AT ADDIS ABABA

23. As stated in paragraph 7 of the Secretary-General's report, the construction contract for the project at Addis Ababa, which was signed on 22 February 1991, "called for construction to be completed within 36 months from the official commencement of the construction period, i.e. on 29 April 1994. It also provided for an extension of the 36-month construction period equal to any force majeure period, plus whatever additional period might be required for normal operations to resume under the specific circumstances".

24. On 27 May 1991, the contractor, under the terms of the contract requested recognition of a force majeure situation, which, as stated in paragraph 8 of the Secretary-General's report, was in effect until 12 July, on which date the contractor was informed that "full performance under the contract should resume". In fact, as discussed in paragraphs 8 and 9, this has not happened; the Advisory Committee notes in particular that the supply of materials to the project has been hampered.

25. In response to inquiry, the Committee was informed that in certain aspects the work is two to four months behind schedule; however, with good management, the contractor may be able to recoup a portion of the delay. The Committee was also informed that the United Nations is engaged in active discussions with the contractor in an effort to expedite work; however, as mentioned, the question of supplies remains a problem. In the circumstances, as stated in paragraph 10, "it is considered premature to project a definitive timetable for completion at this time"; the Secretary-General will submit a more detailed revision to the timetable to the forty-seventh session of the General Assembly, "when the situation has been clarified and information becomes available on the restoration of normal conditions for transportation of materials for the project".

26. The Advisory Committee recognizes the difficult nature of the situation; taking these circumstances into account, it urges the Secretary-General to continue his efforts to expedite work on the project. In this connection, it reiterates its position that "further delay is likely to result in a further escalation of the final total cost of the project" (A/44/7/Add.2, para. 6).

27. As stated in paragraph 11, the Secretary-General considers it premature, at this stage, "to propose a revision to the project budget and schedule of appropriations, since both are dependent upon the timetable". He adds that "there is no firm basis at this time to anticipate that the net result of the various factors affecting the total project cost would cause a major increase over the 1990 estimate of $107,576,900". For the time being, he proposes to retain the estimated total project cost of $107,576,900, including the estimated resources of $57,414,900 requested under section 35 of the proposed programme budget for 1992-1993. However, "it cannot be ruled out that the total project cost will be affected" by a number of factors which are enumerated in paragraph 11 (a) to (e).

28. The Advisory Committee notes that some of those factors may partially offset the total estimated cost, e.g. the alternative piling design mentioned in paragraph 11 (d). Others, however, such as the use of a larger site supervision team for a longer period and the force majeure situation will give rise to greater costs. With regard to those factors which may result in increased expenditures, the Committee requests that it be informed of such costs as they arise and before financial commitments are made that would affect the total approved project cost.

29. The Committee also requests that it be provided with a progress report on the project at its spring 1992 session. In addition to including general information concerning the project's timetable and the status of work, the report should include information on any events affecting the overall estimate as well as more detailed information on the request for the new digital telephone system mentioned in paragraph 7 (f) of the Secretary-General's report, with a preliminary cost estimate if possible.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Revised estimates resulting from resolutions and decisions of the Economic and Social Council at its first and second regular sessions of 1991

Fifth report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/46/34) on the revised estimates resulting from the resolutions and decisions adopted by the Economic and Social Council at its first and second regular sessions of 1991. During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information.

2. The total estimated requirements arising out of resolutions and decisions adopted by the Economic and Social Council are summarized in paragraph 3 of the report of the Secretary-General, as reproduced below:

	1991 $	1992-1993 $	1994-1995 $	Total $
Conference-servicing costs	1 634 000	3 771 400	134 800	5 540 200
Other costs	2 133 300	3 696 800	1 193 300	7 023 400
Total	3 767 300	7 468 200	1 328 100	12 563 600

3. As indicated in paragraphs 4 and 5 of the report of the Secretary-General, requirements for 1991, both conference-servicing and other costs, are covered by provisions in the programme budget for the biennium

1990-1991. For the reason provided in paragraph 4, it is also estimated "that no additional resources [for conference-servicing] would be required under section 32 of the proposed programme budget for the biennium 1992-1993 as a result of the adoption of the resolutions and decisions by the Economic and Social Council".

4. As shown above, non-conference-servicing (other) requirements for the biennium 1992-1993 total $3,696,800; of that amount $3,068,200 has already been included in the proposed programme budget for the biennium 1992-1993, leaving a balance of $628,600. As shown in paragraph 6 of the report of the Secretary-General, $558,400 relates to preparatory activities for the International Conference on Population and Development and would be provided from extrabudgetary resources (see A/C.5/46/25). The remaining $70,200 would be subject to the guidelines of the Contingency Fund.

5. The amount of $70,200 requested under section 22 of the proposed programme budget for 1992-1993 relates to Economic and Social Council resolutions 1991/39 and 1991/49, by which it decided that the Commission on Narcotic Drugs should meet annually for a period not exceeding eight working days and that its membership should be increased from 40 to 53. Since the proposed programme budget already contains provision for the travel of representatives for the Commission's 40 members to attend both a special session scheduled for 1992 and the regular session of 1993, the amount of $70,200 relates in its entirety to the travel costs for 13 additional members to attend the above two sessions of the Commission.

6. In paragraph 11 of his report, the Secretary-General proposes that in the event the $70,200 could not be met from the Contingency Fund, some activities under subprogramme 4, Demand reduction, coordination and information, "would be identified on a selective basis for deferral to the biennium 1994-1995". In the opinion of the Advisory Committee, this does not provide the "precise indication of how the alternatives ... would be applied" as called for in the annex to General Assembly resolution 42/211 of 21 December 1989. While representing an attempt to comply with the guidelines mandated by the Assembly, it falls short in that it does not specify which activity (activities) would be postponed and the resources that would be released through such action.

7. Subject to the above, the Advisory Committee recommends that, at this stage, the Fifth Committee take note of the above estimate of $70,200 on the understanding that such additional appropriations as may be requested by the Secretary-General will be in the context of a consolidated statement to be submitted to the General Assembly towards the end of its current session in accordance with resolution 42/211, annex, section C, paragraphs 5 and 6. The Committee notes that the requirements for the biennium 1994-1995 will be dealt with in the context of the proposed programme budget for that biennium.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Conference servicing of intergovernmental bodies convened at Nairobi

Sixth report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note by the Secretary-General (A/C.5/46/29) concerning the conference servicing of intergovernmental bodies convened at Nairobi. During its consideration of the note, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. The note was submitted pursuant to the request by the Committee for Programme and Coordination that the Secretary-General report on the overall issue of conference servicing relating to United Nations intergovernmental bodies convened at Nairobi; within that context, the Committee for Programme and Coordination also specifically recommended that the General Assembly consider the practice of including under section 17 of the programme budget the conference-servicing costs relating to the intergovernmental bodies convened at Nairobi.

3. As stated in paragraph 2 of the Secretary-General's note, "the intergovernmental bodies convened at Nairobi are: the Governing Council of UNEP and its Committee of Permanent Representatives; and the Commission on Human Settlements and its Committee of Permanent Representatives to the United Nations Centre for Human Settlements (Habitat)". The estimated costs of the biennial sessions of the Governing Council of the United Nations Environment Programme (UNEP) and the Commission on Human Settlements, both of which receive conference services in all six official languages, are included under various objects of expenditure in the proposed programme budget for the biennium 1992-1993 under sections 17 and 19 respectively. For the reason

given in paragraph 8 of the note by the Secretary-General, pre-session documentation in Chinese has not been provided for in relation to the sessions of the Commission; however, it has now been requested.

4. The Advisory Committee notes from paragraph 11 that there are no specific provisions in the proposed programme budget for the 1992-1993 meetings of the informal Committee of Permanent Representatives to the Centre for Human Settlements (which meets at least four times a year with the Executive Director). Rather, "relevant costs are met within the overall provision for the Commission sessions in the programme budget of the Centre".

5. As decided by the Governing Council of UNEP, its Committee of Permanent Representatives also meets at least four times a year with the Executive Director of UNEP. As stated in paragraph 7 of the note by the Secretary-General, the Governing Council, by its decision 15/12 of 25 May 1989:

> "... decided to recognize the requirements for full language services for meetings of the Committee of Permanent Representatives and to provide them as soon as funding for the costs of these services can be provided from the regular budget of the United Nations. However, no specific provisions were made in the programme budget for conference-servicing of the Committee."

6. The costs referred to in the decision of the Governing Council are quantified in paragraph 26 of the note by the Secretary-General; as stated therein, "based ... on the assumption that the Committee will meet four times a year for a one-day session with conference services provided in all six languages, the estimated cost (at 1991 rates) would be $614,400 for the biennium, on the basis of a cost of $76,800 per one-day session". That amount includes the average cost (salaries, travel, subsistence, etc.) of interpreter teams to be recruited from Europe.

7. In paragraph 25 the Secretary-General states that "a review of existing arrangements for servicing of similar bodies at Habitat, ESCAP, ECE and ESCWA indicates that the related costs are being accommodated from within the overall provisions made in the budgets of those organizational units for conference servicing of their respective intergovernmental bodies". At the same time, bearing in mind that roughly 25 per cent of the permanent conference-servicing establishment of UNEP is charged against the regular budget of the United Nations (the balance being financed from voluntary contributions to the Environment Fund), the Secretary-General proposes that approximately 25 per cent of the above-mentioned estimate of $614,400, that is, $150,000, be included under section 17 of the proposed programme budget for the biennium 1992-1993 (para. 27). The Secretary-General also states that "the General Assembly might wish to request the Governing Council of UNEP to authorize the financing of the balance ... from the Environment Fund" (ibid.).

8. As stated in paragraph 28 of the note by the Secretary-General, it is also proposed that the additional requirements related to pre-session

documentation in Chinese for the Commission on Human Settlements, estimated at $73,000 for the biennium, be included under section 19 of the proposed programme budget.

9. The Secretary-General concludes by stating that, should the Fifth Committee decide to endorse his recommendations, "a statement of programme budget implications would be submitted".

10. With regard to the overall issue of conference servicing relating to those intergovernmental bodies convened at Nairobi, the Advisory Committee notes the Secretary-General's view that "the current conference-servicing arrangements at Nairobi provide for a sufficient degree of flexibility for both UNEP and Habitat in the planning and servicing of meetings of their intergovernmental bodies" (para. 24). As indicated in the same paragraph, the Secretary-General will keep the situation under review; relevant proposals would be submitted to the General Assembly for different arrangements, if and when circumstances warrant such a change. The Advisory Committee concurs in such an approach and asked that it be kept apprised of any developments in this area.

11. With regard to the proposal to finance meetings of the Committee of Permanent Representatives of UNEP, the Committee regrets that no statement of programme budget implications was submitted to the Governing Council prior to the adoption of its decision 15/12. The Advisory Committee also points out that the costs for servicing similar bodies at Habitat, the Economic Commission for Europe (ECE), the Economic and Social Commission for Asia and the Pacific (ESCAP) and the Economic and Social Commission for Western Asia (ESCWA) are met from within "the overall provisions made in the budgets of those organizational units for conference servicing of their respective intergovernmental bodies"; the amounts for such meetings are not separately indicated, that is, no specific provision is made for those meetings.

12. The Advisory Committee does not object, in principle, to the financing of 25 per cent (i.e. $150,000) of the requirements of the Committee of Permanent Representatives of UNEP under section 17. However, the Committee recommends that any additional appropriation be reported under section 17 in the context of the first performance report for the biennium 1992-1993.

13. The Committee also has no objection to the Secretary-General's proposal that the requirements for pre-session documentation in Chinese for the Commission on Human Settlements ($73,000) be included under section 19. However, as recommended above, any additional appropriation should be reported under section 19 in the context of the first performance report for the biennium 1992-1993. The Committee further recommends that in future the cost of this service, as well as that referred to in paragraph 12 above, be included in the total conference requirements budgeted under sections 17 and 19 of the programme budget.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Administrative and financial arrangements for the 1994 International Conference on Population and Development

Seventh report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note by the Secretary-General on the administrative and financial arrangements for the 1994 International Conference on Population and Development (A/C.5/46/25 and Corr.1). During its consideration of this item the Advisory Committee met with representatives of the Secretary-General and of the United Nations Population Fund (UNFPA).

2. The note by the Secretary-General was submitted pursuant to the Advisory Committee's observations and recommendations regarding the funding of the preparatory arrangements for the Conference, as contained in its first report on the proposed programme budget for the biennium 1992-1993. 1/

3. As stated in paragraph 3 of the note by the Secretary-General, the "overall requirements for the preparation and holding of the Conference have been estimated ... at $5,651,000 (at revised 1991 rates)", comprising $3,000,700 in non-conference-servicing costs and $2,650,300 for conference servicing. A breakdown of that amount is provided in the annex to the note by the Secretary-General, as shown therein, the 1992-1993 portion for non-conference-servicing would be financed by the regular budget ($1,432,300) and by extrabudgetary funds ($558,400).

4. In paragraph 7 of the note by the Secretary-General it is indicated that "the Secretary-General has established the Trust Fund for the 1994 International Conference on Population and Development, which would be a primary source of financing of the preparatory activities from extrabudgetary resources". Thus far, as stated in paragraph 8, a contribution of $250,000

has been received, while another $500,000 has been pledged. In addition, a second trust fund to facilitate the participation of developing countries in both the preparatory process and the Conference has been established.

5. Since the above-mentioned trust fund is to be the primary source of financing that portion of preparatory activities to be funded through extrabudgetary resources, the Advisory Committee sought additional information regarding the statement in paragraph 10 of the note by the Secretary-General that the costs relating to meetings of regional commissions, "including expert group meetings, preparation of working documents and assistance to participants from developing countries ... will be covered by UNFPA funds", and not from the two trust funds mentioned above. In particular, the Committee inquired as to why the costs of these activities had not been included in the overall estimate of requirements contained in the note by the Secretary-General.

6. The Committee was informed that the activities referred to in paragraph 10 related only to regional conferences, the arrangements for which had yet to be finalized. The related conference-servicing costs would be charged to the United Nations but no other requests under the regular budget of the United Nations would be made. The non-conference-servicing costs would be borne by UNFPA in the form of project budgets.

7. Notwithstanding this explanation, the Committee remains of the view that at the very least, based on past experience, indicative figures should have been provided vis-à-vis the activities referred to in paragraph 10, in order to provide the General Assembly with a more comprehensive estimate of the cost of the preparatory activities and of the Conference. In the Committee's opinion, the above-quoted figure of $5.6 million, given as the total of overall requirements for the preparation and holding of the Conference, is incomplete (see also para. 12 below). Moreover, the Committee questions the use of project funds by UNFPA for the funding of the regional activities described in paragraph 10 of the note by the Secretary-General. In the opinion of the Committee, these activities cannot be treated as projects and the funding of these meetings should come from the Fund's administrative and programme support services budget.

8. As indicated in paragraph 5 of the note by the Secretary-General, the regular budget portion of $1,432,300 (at revised 1991 rates) for the biennium 1992-1993 includes $638,700 for six expert group meetings, as authorized by Economic and Social Council resolution 1991/93. The related conference-servicing requirements for the expert group meetings amount to $800,400, to be covered from within the resources requested under section 32 of the proposed programme budget. The Committee was informed that the meetings had been costed at New York rates; however, the contribution of $250,000 referred to above had been made available to help defray the additional cost resulting from the change of the venue of holding one of the expert meetings in a developing country.

9. As shown in paragraph 5 of the note by the Secretary-General, the regular budget provision of $1,432,300 (at revised 1991 rates) also includes $472,300 for general temporary assistance equivalent to 24 work-months each of one D-1, one P-3 post and two General Service (other level) posts. In addition, as noted in the Advisory Committee's first report on the proposed programme budget for the biennium 1992-1993, 2/ approximately 100 Professional and 50 General Service work-months of the Population Division "would be geared towards the requirements for the deliberations of the Conference".

10. The Committee notes from paragraph 11 of the note by the Secretary-General that the Administrative Committee on Coordination has established an ad hoc task force to "coordinate inputs from various agencies and organizations to the preparation of the Conference". In the opinion of the Advisory Committee, given the multiplicity of other organizations in the system that will have a role in the preparation of the Conference, it is possible that not all the resources requested under the regular budget will be required.

11. Notwithstanding the above, the Advisory Committee recommends reinstatement of the amount of $1,432,300 (at revised 1991 rates) under section 13 of the proposed programme budget for the biennium 1992-1993. At the same time, it requests that it be provided with a report at its session in autumn 1992, indicating, inter alia, the extent to which additional funding has been provided, the inputs from other agencies and organizations and the savings that have been realized, thereby enabling the Committee to review requirements for 1993.

12. The Committee notes that the figures provided for 1994 are indicative only and are based on New York costing. The actual requirements, which will be submitted in the context of the proposed programme budget for the biennium 1994-1995, will depend, in part, on the decision to be taken by the Preparatory Committee regarding the venue of the Conference. In this connection, the Advisory Committee points out that the decision on the convening of the Conference should be taken early enough so that it can take into account General Assembly resolution 40/243 of 18 December 1985, section I, paragraph 10 (h), of which stipulates that "no more than one special conference of the United Nations shall be convened at the same time". The Committee also notes that the overall estimates with regard to certain items may also have to be adjusted; furthermore, the extent to which the adjusted requirements are funded by the regular budget will depend, inter alia, on the level of other funding that has been received.

13. As shown in the annex to the note by the Secretary-General, the estimate of 1994 requirements provides $50,400 for the travel of Population Commission members to the third session of the Preparatory Committee (to be held in 1994). The Advisory Committee points out that, in paragraph 3 of its resolution 1989/91, the Economic and Social Council decided "to designate the Population Commission ... as the preparatory committee for the international meeting on population, and for that purpose [decided] that rule 11 of the rules of procedure of the functional commissions of the Economic and Social

Council and rule 1 (d) of the rules governing payment of travel expenses and subsistence allowances ... shall be waived". The Committee also points out that the Population Commission will meet in 1993 and 1995; thus its meeting in 1994 will only be as the Preparatory Committee. Since in the above-mentioned resolution, the Economic and Social Council waived the payment of travel and subsistence allowances to members of preparatory committees, the Committee is of the opinion that the provision for travel of the Population Commission members should not be required.

Notes

1/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 7 (A/46/7), para. 13.4.

2/ Ibid., para. 13.3.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

UNITED NATIONS COMMON SYSTEM

UNITED NATIONS PENSION SYSTEM

Administrative and financial implications of the decisions and recommendations contained in the report of the International Civil Service Commission (A/46/30)

Eighth report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the statement submitted by the Secretary-General (A/C.5/46/33) on the administrative and financial implications of the recommendations and decisions contained in the report of the International Civil Service Commission (ICSC). 1/ During its review of the statement, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. As indicated by the Secretary-General in paragraph 1 of his statement, the decisions and recommendations of the Commission that would entail financial implications for the bienniums 1990-1991 or 1992-1993 relate to the following issues:

(a) Comprehensive review of pensionable remuneration for the General Service and related categories of staff;

(b) Remuneration of the Professional and higher categories of staff: base/floor salary scale;

(c) Comprehensive review of conditions of service of Assistant Secretaries-General/Under-Secretaries-General;

(d) Remuneration of the General Service and related categories of staff.

3. As can be seen from the table following paragraph 18 of the Secretary-General's statement, the financial implications for the United Nations regular budget, as a result of implementation of the decisions and recommendations of ICSC, are estimated at $1,225,800 for 1992 and $1,605,010 for 1993. In addition, as indicated in the footnotes to that table, net financial implications of $4,166,650 are estimated for 1991; this relates to remuneration of the General Service and related categories.

4. The Advisory Committee notes that, with regard to the comprehensive review of pensionable remuneration for the General Service and related categories, no financial implications have been presented by the Commission in relation to its recommendation for a revised staff assessment scale.

5. Paragraphs 5-7 of the Secretary-General's statement deal with the financial implications resulting from the establishment of a base/floor salary scale, approved by the General Assembly in its resolution 44/198 of 21 December 1989. As noted in paragraph 5, that scale "was part of an integrated package in which negative classes of post adjustment were eliminated: it is used also to calculate payments under the new mobility and hardship scheme, as well as separation payments".

6. Because of salary increases in the comparator civil service, the Advisory Committee notes from paragraph 6 of the Secretary-General's statement that the Commission has recommended an increase of 8.6 per cent, effective 1 March 1992, in the current base/floor salary scale through the consolidation of classes of post adjustment. The costs to the United Nations regular budget would amount to $1,088,160 for 1992 and $1,305,780 for 1993; as shown in paragraph 18, most of that amount relates to anticipated payments under the mobility/hardship matrix.

7. In this connection, the Advisory Committee recalls that, in its resolution 45/241 of 21 December 1990, the General Assembly reiterated "its request to the International Civil Service Commission to report to the General Assembly at its forty-seventh session on the operation of the mobility and hardship allowance and, in particular, on the evolution of the mobility and hardship allowance in reference to equivalent allowances granted by the comparator and in relation to the base/floor salary itself". The Committee was informed by representatives of the Secretary-General that ICSC would be making a study in 1992 of the mobility and hardship allowance and its comparability to equivalent allowances granted by the comparator.

8. As stated in paragraph 7 of the Secretary-General's statement, the implementation of the above-mentioned recommendation would also necessitate an increase of $6,391,000 for 1992 under staff assessment, section 36, to be offset by an increase in the same amount under Income section 1. The comparable figure for 1993 would be $7,669,000.

9. The Advisory Committee sought clarification as to why an increase in costs of $1,088,160 in 1992 resulted in an increase of $6,391,000 in staff assessment in 1992, that is, the increase in staff assessment appears disproportionately high. The Committee was informed that, as shown in paragraph 18, the increase of $1,088,160 in 1992 related only to those staff affected by negative post adjustment, the mobility/hardship matrix and the separation scale. On the other hand, the amount of $6,391,000 in staff assessment in 1992 has been calculated in relation to the base salary changes in respect of all staff in the Professional and higher categories. In other words, the consolidation of classes of post adjustment (8.6 per cent) into the base salary with a corresponding decrease in the amount of post adjustment paid affects all staff in the Professional and higher categories.

10. The comprehensive review of conditions of service of Assistant Secretaries-General/Under-Secretaries-General is discussed in paragraphs 8-15 of the Secretary-General's statement; the Commission's recommendations in this regard relate to three items: revised housing arrangements, representation allowances and net remuneration. No financial implications for these were given by ICSC; as stated in paragraph 15, the United Nations has estimated the costs to the regular budget in respect of revised housing arrangements and representation allowances. With regard to the latter, the Advisory Committee notes that, as stated in its report, 2/ the Secretary-General intends to conduct a comprehensive review of representation allowance, honoraria and related matters for presentation to the General Assembly at its forty-seventh session; consequently financial implications for the biennium 1992-1993 for representation allowances would not arise at this stage.

11. The Advisory Committee notes from paragraph 12 of the Secretary-General's statement that the Commission has reiterated its recommendation made in 1990 concerning revised housing arrangements for staff at the Assistant Secretary-General/Under-Secretary-General and equivalent levels; should the General Assembly approve that recommendation, the cost to the United Nations regular budget has been estimated at $317,000 in 1992 and $383,000 in 1993, as shown in paragraph 15 of the Secretary-General's statement.

12. As stated in paragraph 9, ICSC has recommended an increase in net remuneration for staff at the Assistant Secretary-General/Under-Secretary-General levels in a range of 7 to 11 per cent. Although the Commission further recommended that the specific amount of the increase should be determined by the Assembly in the light of such recommendations as the Secretary-General might wish to make, the Advisory Committee notes that no specific proposal has been submitted by the Secretary-General.

13. In this connection, the Advisory Committee believes that among the considerations to be taken into account when deciding this issue is the relative ratio of average net remuneration of United Nations officials in New York and United States officials in Washington by equivalent grades, as shown in annex II of the ICSC report. 1/ These range from a ratio of 1.68 for P-1 officials to 117.5 for D-2 officials; as shown in the table after paragraph 10 of the report of the Secretary-General (A/C.5/46/33), the corresponding ratios

for officials at the Under-Secretary-General and Assistant Secretary-General levels are 1.12 and 1.09 respectively.

14. The Advisory Committee also points out that staff in the Professional category and above in New York are due to receive a 3.9 per cent increase in net remuneration as a result of a change in post adjustment multipliers as at 1 November 1991; the General Assembly may wish to take this factor into account when considering the recommendation of ICSC referred to in paragraph 9 of the Secretary-General's statement.

15. As discussed in paragraphs 16 and 17 of the Secretary-General's statement, the financial implications of implementing the Commission's recommendations resulting from its survey of the best prevailing conditions of service of staff in the General Service and related categories at Geneva are estimated at $4.3 million for the United Nations regular budget in 1991; implementation of the Commission's recommendations resulting from its survey of the best prevailing conditions of service at Vienna has resulted in savings in 1991 of $169,350, with additional savings projected for the biennium 1992-1993.

16. It is indicated in paragraph 19 of the Secretary-General's statement that, as in the past, "it is intended to deal with the impact of the recommendations of ICSC ... in the first programme budget performance report for the biennium 1992-1993". The Committee notes that this statement refers to the increases related to the biennium 1992-1993; the net implications of $4,166,650 (see para. 3 above) for 1991 will be dealt with in the context of the final performance report for the biennium 1990-1991.

Notes

1/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 30 (A/46/30).

2/ Ibid., Supplement No. 7 (A/46/7/Add.8).

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

UNITED NATIONS COMMON SYSTEM

UNITED NATIONS PENSION SYSTEM

Administrative and financial implications of the decisions and recommendations contained in the report of the International Civil Service Commission (A/46/30)

Eighth report of the Advisory Committee on Administrative and Budgetary Questions

Corrigendum

Paragraph 13 should read

13. In this connection, the Advisory Committee believes that among the considerations to be taken into account when deciding this issue is the relative ratio of average net remuneration of United Nations officials in New York and United States officials in Washington by equivalent grades, as shown in annex II of the ICSC report. 1/ These range from a ratio of 168.0 for P-1 officials to 117.5 for D-2 officials; as shown in the table after paragraph 10 of the report of the Secretary-General (A/C.5/46/33), the corresponding ratios for officials at the Under-Secretary-General and Assistant Secretary-General levels are 112.0 and 109.0 respectively.

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Honoraria payable to members of organs and subsidiary organs of the United Nations

Representation allowance for under-secretaries-general and assistant secretaries-general

Ninth report of the Advisory Committee on Administrative and Budgetary Questions

1. In documents A/C.5/46/12 and A/C.5/46/32, the Secretary-General has submitted reports concerning honoraria payable to members of organs and subsidiary organs of the United Nations and representation allowance for under-secretaries-general and assistant secretaries-general, respectively.

2. Notwithstanding these reports, the Committee has been informed of the Secretariat's intention to conduct a more comprehensive review of these matters, as well as the issues raised in paragraphs 67 and 85 of the Advisory Committee's first report on the proposed programme budget for the biennium 1992-1993, 1/ and to report thereon to the General Assembly at its forty-seventh session. In this connection, the Committee had an exchange of views with representatives of the Secretary-General concerning some of the aspects to be covered by the report.

3. In the circumstances, the Committee will not comment on the proposals contained in the current reports of the Secretary-General and it recommends that the General Assembly defer these matters until its forty-seventh session.

Notes

1/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 7 (A/46/7).

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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Administrative and financial arrangements regarding the United Nations International Drug Control Programme

Tenth report of the Advisory Committee on Administrative and Budgetary Questions

1. In paragraph 14 of resolution 45/179 of 21 December 1990, on the enhancement of the efficiency of the United Nations structures for drug abuse control, the General Assembly had requested the Secretary-General to submit to it, at its forty-sixth session, a report on measures taken to implement that resolution. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/46/480) responding to that request of the General Assembly. The Advisory Committee has also considered the report of the Secretary-General (A/C.5/46/23) containing the proposed administrative and financial arrangements for the United Nations Drug Control Programme.

2. During the course of its consideration of the reports mentioned above, the Advisory Committee met with the Executive Director of the Programme, as well as with other representatives of the Secretary-General.

3. The Committee recalls that, in paragraph 3 of resolution 45/179, the General Assembly had requested the Secretary-General "to create a single drug control programme" and to "integrate fully therein the structures and functions" of the existing programmes and entities within the system "with the objective of enhancing the effectiveness and efficiency of the United Nations structure for drug abuse control". The Committee notes that, pursuant to that request of the Assembly, the Division of Narcotic Drugs of the Secretariat, the secretariat of the International Narcotics Control Board and the United Nations Fund for Drug Abuse Control were integrated to form the United Nations Drug Control Programme.

4. In paragraph 7 of its resolution 45/179, the General Assembly requested the Commission on Narcotic Drugs, at its thirty-fourth regular session, to consider ways and means of improving its functioning as a policy-making body and to submit its recommendations to the Economic and Social Council at its first regular session of 1991. Economic and Social Council resolution 1991/38 called upon the Commission on Narcotic Drugs to give policy guidance to the new United Nations International Drug Control Programme, based at Vienna, and to monitor its activities. From this the Secretary-General has inferred that the Commission would be empowered to provide legislative overview and guidance to all of the Programme's activities (A/46/480, para. 10, and A/C.5/46/23, para. 2). Nevertheless, it is still not clear whether the Commission on Narcotic Drugs is empowered to approve the operational programme and administrative budget of the Drug Control Programme and ensure their implementation. Should the General Assembly decide so, the Advisory Committee would, as a consequence, report on the Fund of the Programme to the Commission on Narcotic Drugs.

5. In paragraph 5 of its resolution 45/179, the General Assembly invited the Secretary-General to structure the Programme along the following lines: (a) treaty implementation, (b) policy implementation and research, and (c) operational activities. The integrated organizational structure is outlined in paragraphs 15 to 24 of the report of the Secretary-General (A/46/480) and the Advisory Committee received additional information together with an organizational chart. In addition to the Office of the Executive Director, it is intended to establish the following divisions, offices and units:

(a) Treaty Implementation and Legal Division;

(b) Division for Operational Activities;

(c) Technical Services Division;

(d) Inter-organization Cooperation Division;

(e) Policy Planning and Evaluation Office;

(f) Information Resources Management Service;

(g) Service for External Relations and Public Information;

(h) Programme Support Service;

(i) Secretariat of the International Narcotics Control Board.

6. The structure would be further subdivided into additional offices and units as follows:

(a) Personnel;

(b) Budget, Finance and General Services;

(c) Information Management Unit;

(d) Information Systems Office;

(e) External Relations and Non-Governmental Organization Unit;

(f) Public Information Unit.

These units and offices are further divided into about 15 sub-units and as many field offices.

7. Taking into account the size of the Programme, the Advisory Committee believes that the organizational structure proposed in the report is too unrealistic. Believing as it does that the emphasis of resource utilization should be on substantive rather than on administrative activities, the Committee recommends that the proposed administrative structure be reviewed and rationalized by the Secretary-General by, inter alia, a merger of some units and offices, which would result in the release of additional resources for programmes. The combination of the proposed Information Management Unit with the Information Systems Office and the External Relations and Non-Governmental Organization Unit with the Public Information Unit could be two cases in point.

8. The Advisory Committee recalls that in paragraph 4 of resolution 45/179, the General Assembly invited the Secretary-General "to appoint a senior official at the level of Under-Secretary-General, who would execute the integration process and head the new integrated Programme starting from 1 January 1991 with the exclusive responsibility for coordinating and providing effective leadership for all United Nations drug control activities". Accordingly, the Secretary-General appointed an Executive Director who assumed office on 1 March 1991, and the Administrative Committee on Coordination decided to admit him to participate fully in the work of that Committee (decision 1991/15 of 19 April 1991).

9. The Advisory Committee believes that although integration of the drug control structures has taken place as required by resolution 45/179 and a senior official with the exclusive responsibility for coordinating and providing effective leadership for all United Nations drug control activities has been appointed, the implications of the additional measures proposed by the Secretary-General in his report are not quite clear. For example, the Secretary-General states in paragraph 8 of his report (A/45/480) that through appropriate arrangements of delegation of authority, the Executive Director would have the latitude and control that are necessary over the personnel and financial resources of the Programme.

10. Since the issuance of that report, the Third Committee, at its 47th meeting, recommended the adoption by the General Assembly of the draft resolution contained in document A/C.3/46/L.33. Paragraph 3 of the resolution would emphasize "the need for the Executive Director of the United Nations Drug Control Programme to have the necessary degree of managerial flexibility

to effectively and expeditiously discharge the functions of the Programme under the terms of United Nations treaties and resolutions relating to international drug control, while recognizing that the Programme is now part of the United Nations Secretariat".

11. In the opinion of the Advisory Committee, whether the arrangements described in the reports of the Secretary-General are in fact necessary to achieve managerial flexibility is open to question and the General Assembly may wish to give further guidance in this regard. Under the circumstances, the Advisory Committee is unable to endorse or pronounce itself on the personnel arrangements outlined in document A/C.5/46/23, particularly with regard to paragraphs 12 to 14. However, the Advisory Committee strongly believes that in the application of United Nations procedures for appointment and promotion, care should be taken to ensure that there is no overlap or fragmentation of these procedures.

12. In considering the Secretary-General's proposal in paragraph 18 of document A/C.5/46/23, namely, conversion of the Executive Director's post from a temporary to an established post, the Advisory Committee recalls the comments it made in its report 1/ that "strict observance of General Assembly resolution 41/213 of 19 December 1986 would require that the appointment of such a senior official should be accommodated within the existing number of posts at that level". The Committee reiterates that position at this time, with particular reference to ensuring a rational staffing and administrative structure for the United Nations activities at Vienna (see also General Assembly resolution 45/248 of 21 December 1990).

13. In the context of considering the programme budget implications of General Assembly resolution S-17/2 of 23 February 1991, the Advisory Committee recalls that it had not objected to the establishment of 20 additional posts for drug control activities. The Committee has now been informed that many of these posts have not been filled to date. In view of this, the Committee does not believe that the four additional extrabudgetary posts mentioned in paragraph 19 of A/C.5/46/23 need be created at this time. In any case the Advisory Committee will, in the near future, revert to this issue in the context of its consideration of the administrative and programme support costs budget of the United Nations Drug Control Programme (see para. 4 above).

14. From paragraph 8 of document A/C.5/46/23 and the annex thereto, the Advisory Committee notes that the Secretary-General, in accordance with the financial regulations of the United Nations, intends to promulgate separate financial rules applicable to the Fund. In this connection, the Advisory Committee believes that care should be taken by the Secretary-General to ensure that the rules eventually promulgated by him are and will be kept consistent with the relevant General Assembly decisions, it being understood that where there is a conflict, the appropriate General Assembly decision will apply. There will, therefore, be a need for the Secretary-General to review carefully the rules annexed to document A/C.5/46/23, in the light of such action as the General Assembly may take at its current session. In addition, a number of suggestions were made in the Advisory Committee with regard to specific rules; these will be communicated to the Secretary-General.

15. While the General Assembly need not take formal action with regard to the financial rules for the United Nations Drug Control Programme, as indicated in paragraph 7 of A/C.5/46/23, it is necessary for the Assembly to record its understanding with regard to the application of the United Nations Financial Regulations to the Programme, as indicated in paragraph 16 below.

16. In this connection, the Advisory Committee believes that the General Assembly would need to establish the Fund of the United Nations Drug Control Programme and to decide that it shall be administered in accordance with the Financial Rules of the Fund to be promulgated by the Secretary-General in accordance with the Financial Regulations of the United Nations. The General Assembly should also decide that, notwithstanding regulations 11.1 and 11.4 of the Financial Regulations of the United Nations, the Executive Director of the Programme shall maintain the accounts of the Fund of the Programme and shall be responsible for presenting the accounts thereof, not later than 31 March following the end of the financial period, to the Board of Auditors, and for submitting financial reports to the Commission on Narcotic Drugs (see para. 4 above) and to the General Assembly.

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 7 (A/45/7/Add.11).

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THE SITUATION IN AFGHANISTAN AND ITS IMPLICATIONS FOR INTERNATIONAL PEACE AND SECURITY

PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Programme budget implications of draft resolution A/46/L.13

Eleventh report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the statement of the Secretary-General (A/C.5/46/38), submitted in accordance with rule 153 of the rules of procedure of the General Assembly, on the programme budget implications of draft resolution A/46/L.13, relating to the situation in Afghanistan and its implications for international peace and security.

2. On the basis of the assumptions outlined in paragraphs 4 to 16 of the statement (A/C.5/46/38), the Secretary-General estimates that an additional appropriation of $6,873,400 would be required under section 2 (Good offices and peace-making, peace-keeping; research and the collection of information) of the proposed programme budget for the first year of the biennium 1992-1993, with an additional appropriation of $369,400 under section 36 (Staff assessment), which would be offset by the same amount under income section 1 (Income from staff assessment).

3. The Advisory Committee recalls that the Office of the Secretary-General in Afghanistan and Pakistan (OSGAP) was established and headed by the Secretary-General's Personal Representative in the area, upon the cessation of the arrangements for the United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP). Subsequent to the relinquishment of his post by the Coordinator for the United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan (UNOCA), the Secretary-General decided to

assign his Personal Representative to the vacant post of the Coordinator under the Afghanistan Emergency Trust Fund and also to appoint an alternate Personal Representative for OSGAP. While the Advisory Committee does not disagree, at this stage, with the proposal to continue a post at the Assistant Secretary-General level to accommodate the Alternate Personal Representative, the Advisory Committee intends to keep the matter under review.

4. The Advisory Committee notes that, in addition to the Assistant Secretary-General-level post mentioned above, the requirements include the provision for continuation through 1992 of the 32 posts originally authorized for 1990 (one D-1, three P-5, one P-4, seven General Service (Other level), 11 Field Service and 34 local level) and the 25 additional posts subsequently authorized, comprising one General Service (Other level), three Field Service and 21 local level posts, which were added from 15 March 1990 with the concurrence of the Advisory Committee; there are also 10 military advisers.

5. As indicated in the statement of the Secretary-General on the programme budget implications, it is proposed to provide two additional posts in 1992 (one P-4 and one General Service (Other level)). Notwithstanding the reasons given in the statement of programme budget implications, and given that there are at present a total of seven General Service posts in addition to 34 local level posts, the Advisory Committee is not convinced of the need for the proposed additional General Service post.

6. With regard to the P-4 post of interpretor/translator, the Advisory Committee recalls that this proposal had also been made in the Secretary-General's previous statement of programme budget implications (A/C.5/45/25) and that the Advisory Committee had questioned the need for the post at that time. However, in view of the additional information provided in the present statement (A/C.5/46/38), as well as by the representatives of the Secretary-General, the Advisory Committee believes there is justification for establishing the post at this time.

7. The Advisory Committee recalls that, at the time of the establishment of OSGAP, the Secretary-General had requested the host Governments to continue to bear the local operating cost of OSGAP, similar to the undertaking they had made for UNGOMAP. During its consideration of the subject in May 1990, the Advisory Committee was informed by the representatives of the Secretary-General that the same support had not been provided for OSGAP as had been previously provided for UNGOMAP. However, the Advisory Committee is pleased to note that the Government of Afghanistan has continued to provide office premises at Kabul free of charge during 1991. The Committee trusts that this arrangement will continue in 1992 and that, pursuant to the Secretary-General's further negotiations with the host Governments, support in the form of local staff, including security staff, vehicles and premises for OSGAP would be forthcoming.

8. The Committee reiterates its belief that considerable savings could be realized in items of expenditure such as the rental of aircraft for which estimates exceed considerably the costs in 1990-1991. Insurance coverage for

the aircraft should also be considerably lower. The Advisory Committee believes that significant economies can also be achieved with regard to the consultancy services proposed in the statement. The Advisory Committee requested the effect, in budgetary terms, of the devaluation of the local currency referred to in paragraph 9 of the Secretary-General's statement. This information has not been provided; however, the Committee believes that further economies may well be possible as a result.

9. On the basis of the considerations mentioned above, the Advisory Committee recommends the reduction of the Secretary-General's estimate from $6,873,400 to $6,600,000 for 1992. Accordingly, the Committee recommends that the Fifth Committee inform the General Assembly that, should it adopt the draft resolution contained in document A/46/L.13, there will be a need to appropriate an additional amount of $6,600,000 under section 2 of the proposed programme budget for the first half of the biennium 1992-1993; furthermore, in accordance with the provisions of General Assembly resolution 41/213 of 19 December 1986, these additional requirements should be provided without recourse to the contingency fund. In addition, there would be a need to appropriate an amount of $369,400 under section 36 (Staff assessment) to be offset by the same amount under section 1 (Income from staff assessment).